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ABSTRACT

This report describes the efforts of the New Jersey State Department of Education to assist local school districts in a comprehensive approach to combat drug and alcohol abuse in the schools. The introduction examines the drug and alcohol problems of students in New Jersey and discusses the State Board of Education's recent adoption of the first "Drug and Alcohol Abuse Prevention and Intervention Plan" and of the drug and alcohol administrative code. A section on what schools should do to prevent and reduce substance abuse describes four key elements of a comprehensive substance abuse program that need to be included in school district planning and implementation activities. The next section describes state support for local district substance abuse program development. The Drug-Free Schools and Communities Act is explained; competitive grant programs in the areas of chemical health curriculum development, substance abuse coordination, and model elementary school intervention are discussed; the Family Court System County Pilot Project is described; and the proposed revision and requirements of a teacher certification test are outlined. The final section of the report lists publications and training resources. (NB)

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NEW JERSEY STATE DEPARTMENT OF EDUCATION

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Helping Schools Prevent Drug and Alcohol Abuse

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HELPING SCHOOLS PREVENT DRUG AND ALCOHOL ABUSE

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FOREWORD

We have begun to make significant progress in reducing the prevalence of drug use among our young in New Jersey, but alcohol and other drug use remains at unacceptably high levels. Schools have an important role to play in creating a drug-free environment for New Jersey children, working in partnership with parents and other community agencies.

This booklet describes our effort to assist local school districts in a comprehensive approach to combat drug and alcohol abuse in our schools.

Saul Cooperman
Commissioner

INTRODUCTION

The United States has the highest rate of teenage drug use of any industrialized nation. In order to understand the incidence of substance abuse in New Jersey, the New Jersey Department of Education has been conducting surveys and reporting the results. In cooperation with the Attorney General, the department has been surveying since 1980 (and every three years thereafter) the use of drugs and alcohol by New Jersey high school students. The department has used the survey information to identify those needs to which we should respond.

The results of the latest survey show that we have begun to make significant progress in reducing the prevalence of drug use among our young in New Jersey, but alcohol and other drug use remains at unacceptably high levels. Between 1980 and 1986, there was an eight percent decrease in the regular use of marijuana; but five percent of New Jersey high school students report using this drug on a regular basis. During the same period, there has been an eight percent decrease in students reporting regular use of alcohol as well; but fourteen percent still report drinking on a regular basis. The projections are that more than 15,000 students will graduate from New Jersey schools with alcohol and drug dependency problems this year.

The State Board of Education took two specific actions during this past year that set precedents for future substance abuse prevention efforts. In March 1986, the board adopted the first Drug And Alcohol Abuse Prevention and Intervention Plan. The plan proposes several significant actions:

1) The formulation of new department regulations covering local district responsibilities in the area of curriculum and instruction and in the evaluation and treatment of students who are affected by substance use;

2) A revision and update of the 1981 curriculum guidelines for alcohol, drugs, and tobacco;

3) A revision of the policy requiring all teachers to pass a physiology and hygiene exam which includes the nature and effects of alcohol and narcotics as part of the certification process, as well as revision of the examination itself; and

4) New demonstration projects and publications in areas such as elementary level intervention, fetal drug and alcohol effects, and employee assistance program development.

The second action by the State Board was the adoption of the drug and alcohol administrative code (N.J.A.C. 6:29-9) in September 1986. The promulgation of these new regulations fulfilled the first objective of the plan. A special monitoring process has been developed to insure that local district policies and procedures are in compliance with the requirements of the code by August 1987.

WHAT SCHOOLS SHOULD DO TO PREVENT AND REDUCE SUBSTANCE ABUSE

In October 1986, Governor Thomas H. Kean announced his Blueprint For A Drug-Free New Jersey. To strive for a drug-free New Jersey is to undertake a long-term battle in which schools are but one agent of total community commitment. The "Blueprint" points to four key elements of a comprehensive substance abuse program that need to be included in school district planning and implementation activities. As local districts measure themselves against these program recommendations, they should take into account the characteristics of the problem in their communities and the availability of assistance from community agencies specializing in drug and alcohol services.

1. Local districts should adopt a K-12 curriculum program for prevention instruction which imparts information about dangerous substances and which fosters positive behavior, attitudes, and self-esteem.

The department will disseminate new Chemical Health Education Guidelines to all districts by July 1987. The guidelines will provide curriculum development suggestions along with a recommended scope and sequence of instructional objectives. Student learning outcomes will be organized by developmentally-appropriate grade groupings in the following content areas: 1) substance use and abuse information, 2) self-awareness, 3) interpersonal skills, and 4) decision making.

2. Local districts should provide an intervention program which detects early on those students with potential substance abuse or other related behavior problems.

The purpose of early intervention is to reduce or remediate the child's problem that might otherwise lead to more destructive behavior. The school, depending on its capacity and the severity of the problem, can offer crisis intervention and counseling support, alternative education, and/or student assistance programs.

3. Local districts should evaluate and refer for appropriate treatment children who are identified as affected by alcohol or other drug use.

The purpose of these services is to restore the child to health through medical or psychological measures, in either outpatient or residential community-based settings. The school must work with treatment agencies which have proven records of high quality care to provide supportive after-care services in the school setting when the affected child returns from treatment.

4. Finally, the local district must make a commitment along with parents and the larger community to provide a drug-free environment for children.

The school must disseminate clear policies reflecting this commitment, developed with the assistance of students, parents, community agencies, and school staff. The policies should spell out the disciplinary consequences of breaking school rules that prohibit the possession or use of drugs. The sanctions should be graded according to the severity of the offense and be consistently applied. The sanctions should provide for necessary evaluation and treatment services and involve the parents or guardian whenever possible.

SUPPORT FOR LOCAL DISTRICT SUBSTANCE ABUSE PROGRAM DEVELOPMENT

1. Drug-Free Schools and Communities Act

The Drug-Free Schools and Communities Act (DFSCA) was signed into law by President Reagan in October 1986. The act provides $2.9 million in federal funds to New Jersey school districts for the development and enhancement of drug and alcohol education and intervention programs. Guidelines and application materials enabling local districts to apply to the State Department of Education for these resources were disseminated in March 1987.

Applicant districts are eligible to receive $2.23 per enrolled pupil for the 1987-88 school year. Resources to provide equivalent services for nonpublic schools are included in local district entitlements. Approximately $240,000 in discretionary program funds coming to the State Department of Education under the DFSCA will be used to provide training and program support services for local districts. The DFSCA has a three-year life, with similar funding proposed by Congress for the succeeding two years.

The following priorities recommended by the Department of Education for district use of the DFSCA funds are consistent with the priorities recommended by Governor Thomas H. Kean in his Blueprint For A Drug-Free New Jersey:

- Comprehensive drug and alcohol curriculum development, selection, and implementation in accordance with the New Jersey State Department of Education Chemical Health Education Guidelines.
- Inservice training for all teaching staff members responsible for drug and alcohol curriculum implementation, supervision, and instruction.
- Formulation of revised policies and procedures to deal with pupils who have drug- or alcohol-related problems, and initiation of appropriate programs and services as mandated in N.J.A.C. 6:29-9.

2. Competitive Grant Programs

The Department of Education plans to offer local disricts three competitive grant programs with funds requested by Governor Kean in his proposed annual budget to implement the recommendations contained in his Blueprint For A Drug-Free New Jersey. In September 1987, local districts will be invited to submit proposals to all three grant programs for funding initiating during the 1987-88 school year.

- **Chemical Health Curriculum Development Program**

  One million dollars in additional state funds have been proposed to supplement the federal DFSCA program outlined above. The funds will be designed to aid districts in providing alcohol and drug abuse prevention instructional programs for all grade levels or in upgrading existing curriculum efforts. Approximately 150 grants will be offered to districts; individual awards will range from $5,000 to $10,000.

  Applicants will be required to show how they will use local, federal, and competitive grant resources to build a comprehensive, developmentally based drug and alcohol prevention program for students throughout all grades served by the district. Local districts applying for funds under this program will also be required to target curriculum improvement plans to gaps in their current efforts, as measured against the Department of Education's new Chemical Health Curriculum Guidelines.

- **Substance Abuse Coordinator Grant Program**

  The Department of Education is proposing to use $1.4 million in DFSCA funds allocated to the Governor's Office and $1.3 million in state funds requested in the Governor's proposed budget to provide local districts with staffing grants for substance abuse coordinators. These positions will be designed to perform the following functions: a) provide regular inservice training for district programs; b) develop and administer intervention services at elementary and secondary levels; c) provide support for drug and alcohol curriculum development and instruction; d) assist districts in revising and implementing drug and alcohol policies and procedures; and e) work cooperatively with the Governor's Alliance of communities and community-based programs and services.

  Approximately 70 grants will be awarded for a three-year period. Only K-12 systems will be eligible for funding; a regional high school district could apply only if it agreed to provide services to its sending elementary districts. District systems with large student enrollments will be able to apply for two or three positions. Grantee districts will receive full funding for the position the first year and

assume a gradually increasing responsibility for supporting the position for the succeeding two years.

Substance abuse coordinators in each region of the state will form a network which will be supported by drug and alcohol specialists within the Department of Education's Regional Curriculum Services units.

- **Model Elementary School Intervention Grant Program**

The Department of Education is identifying effective in-place elementary level (grades one through six) intervention programs throughout the nation which could serve as models. The department has proposed to use $100,000 in state funds requested in the Governor's proposed budget to facilitate and evaluate the adoption of these model programs by five to eight districts.

The grants will be for a two-year period. The programs will be targeted for children who are affected by family drug and/or alcohol abuse or who are showing related problematic behaviors. The Department of Education will expand its promotion of elementary intervention programs if evaluation of these adoption efforts is positive.

3. Family Court System County Pilot Project

During the 1986-87 school year, the State Department of Education has worked cooperatively with the Administrative Office of the Courts to design a pilot program to encourage cross-agency training between school districts and the Family Court System. Ocean County was selected as the initial project site, and the county superintendent of schools hosted planning meetings with county court system staff.

The purpose of the pilot project is to model how schools can work with the Family Court System at the local level. If a first year of joint training is successful, the State Department of Education plans to expand this project to reach six more counties during the 1987-88 school year. The Governor's proposed budget includes $50,000 for this purpose.

4. Teacher Certification Test

The drug and alcohol section of the existing health exam required for teacher certification is about 40 years old and needs revision. In addition, a review of the policy exempting teacher candidates from the test due to course work in related fields has begun. During FY 1988, the Department of Education plans to update the examination and make the testing requirements uniform for all teacher candidates. The Governor's proposed budget includes $45,000 for this purpose.

PUBLICATIONS AND TRAINING

1. Desk Reference Manual on Student Drug and Alcohol Use: A Comprehensive Planning Guide for School Administrators (September, 1985)

This manual serves as a resource guide for school decision makers. Individual sections cover policy, legal considerations, curriculum intervention approaches, training, and evaluation, all in a planning context. The manual has been developed so that additional sections can be added. For example, the State Department of Education has just disseminated a new chapter which advises schools on how to evaluate the effectiveness of their substance abuse curriculum and programs.

2. Drug and Alcohol Pilot Project Initiative

Since 1985, the Department of Education has been working with 27 pilot school districts testing the process for program development recommended in the Desk Reference Manual. Sixteen of the pilot districts have adopted a comprehensive approach to prevent and intervene in substance abuse. By July 1988, the Department of Education will have a final report on this project which will include identification of promising programs and practices that other school districts can use as models for their schools and communities.

3. Parent Outreach and Education

A specific training effort will focus on developing school district capacity to involve parents in the drug and alcohol education process. Programs and materials will be identified and developed for schools to use in creating a partnership to prevent and intervene in substance abuse. The sum of $65,000 has been requested in the Governor's proposed budget for this purpose for FY 1988.

4. Training and Program Assistance

An expanded need for inservice training opportunities is anticipated due to the added resources available for substance abuse prevention program development in local districts. To meet this need, a set of three courses will be designed and offered regionally during FY 1988. A special plan has been developed and tested this year to facilitate, through training, the adoption of the student assistance program model at the secondary level.

The following chart describes tentative training and program assistance plans for next year. Local districts are being surveyed to determine their interest in this training plan, which will allow the Department of Education to more precisely plan in response to projected district needs.

(Tentative)

NEW JERSEY STATE DEPARTMENT OF EDUCATION
DRUG AND ALCOHOL TRAINING AND ASSISTANCE OPPORTUNITIES
1987-88 SCHOOL YEAR

TITLE	TARGET POPULATION	CONTENT	DOE PRODUCTS	TENTATIVE DATES/OFFERINGS
A. Foundations in School-Based Drug and Alcohol Abuse Programming	General School Staff	1. Fundamental concepts of drug/alcohol abuse 2. Basic patterns and effects of drug/alcohol abuse 3. School-based policies and procedures 4. Prevention and intervention techniques	Statewide In-service Manual	(2) series of 3-day workshops offered in each region (1st series, early fall 2nd series, early spring)
B. Drug & Alcohol Curriculum Guidelines	1. Curriculum Co-ordinator 2. Health Ed. Leaders 3. Drug & Alcohol Coordinators	1. Orientation to new curriculum guidelines 2. Adapting guidelines to local needs/resources 3. Review of recommended curriculums 4. Facilitating curriculum implementation	Curriculum Guidelines	2-day workshops offered twice, in each region: 1 - early fall 1 - early spring
C. Drug & Alcohol Program Coordination & Management	1. Administrators 2. Teaching staff members assigned district or building coordination roles	1. Comprehensive program models 2. Community agencies, collaboration & services 3. Developing parent/community involvement 4. Policy review with respect to legal issues	Desk Reference Manual on Student Drug & Alcohol Use Administrative Code Guidelines	2-day workshops offered once in each region: late fall/early winter
D. Student Assistance Program (1) Core team model	Selected District Teams	1. Core team model 2. Adolescent & family addictions 3. School-based interventions 4. District adaptation planning	Student Assistance Program Guidelines	3-day workshops offered once in each region (enrollment limited to 21 district teams); 1-day follow-up workshop for district teams
(2) Program assistance	Selected Districts	1. On-site support to assist Local Education Agency (LEA) intervention program development.		Upon request: Applications available Fall, 1987.

5. Additional Planned Projects

Two Department of Education publications are planned to emphasize specific substance abuse prevention program topics which deserve special treatment. Each will be an appendix or chapter to the Desk Reference Manual.

Fetal alcohol and drug effects are the third leading cause of birth defects, and the only cause that is entirely preventable. Background information and resource materials for enhancing the instruction regarding this topic will be prepared during 1987-1988.

The State Department of Education has co-sponsored two statewide conferences on school district employee assistance programs. A monograph orienting districts to the concept of employee assistance, facilitating program start-up, and identifying program resources will serve to underscore the Department of Education's commitment to this model of intervention with school staff suffering from substance abuse or other personal problems affecting their job performance.

6. Additional Information

For additional information, contact your substance abuse specialist at your Regional Curriculum Service Unit (RCSU) or the substance abuse coordinator, Division of General Academic Education.

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